NUMBER 3, 1956

COMMUNITY PLANNING NEWS

Churches

Canadians who attended our meetings in Montreal last September (the ASPO-CPAC conference) must have been impressed by the amount of thought which American planners and American religious leaders had given to the place of the churches in community planning. The remarks of the three American church representatives who spoke on that occasion can be found in the published Proceedings of the conference.

Underlying this awakened interest in planning for churches are two critical factors: (1) a sharply increasing awareness, among planners and churchmen alike, of the role of the church in creating a sound community; and (2) an increasing difficulty in finding church sites — due to failure of church-city-subdivider cooperation in site planning and the consequent objections of many residents to noise and traffic congestion around neighbourhood churches. As Fred Bair, Jr. points out in his stimulating *Newsletter of Florida Planning and Zoning*, the "nuisances" created by churches are due to the encouraging fact that they are assuming a greater role than ever as community centres. The new planning problems thus created by "the seven-day-a-week church" call for a close cooperation on the part of the churches and the civic authorities.

Further evidence of American efforts to deal with churches in city planning may now be found in *Church and City Planning: Suggestions for Coordination*, a carefully-written and well-documented pamphlet published by the National Council of the Churches of Christ in the U.S.A. This pamphlet is the work of two men: a professional planner who is an active church layman, and a church leader who has made a systematic study of the principles of city planning as they relate to churches.

A language purist may bristle at the idea of "more effectively churching urban America", but there is a great deal of planning knowledge packed into this study. It draws attention to the inability of the churches to fulfil their highest mission unless they participate in the physical planning of the entire urban neighbourhood. Useful comments are made on the role of the church in urban redevelopment; the location of the church in the surburban community; the special problems of the churches in the central city; and ways and means of cooperating in the process of city planning.

The pamphlet deals frankly with the problems of site planning: "Churches which do not provide adequate green area, off-street parking and open space around the building can become environmental nuisances. The milling of church-going pedestrians along crowded city streets after a large wedding, funeral, mass, or worship service can be a positive hazard to public safety. Likewise, the church can contribute to dangerous congestion of traffic ways if it encourages its membership to double-park and engage in other illegal practices by poor initial site-planning."

In Canada we have been slow to develop a study of the churches in city planning. Last year, however, a useful supplement entitled *Churches in New Subdivisions* (with

(Please turn to page 5)

COMMUNITY PLANNING ASSOCIATION OF CANADA, OTTAWA

"Ability to Service the Proposed Debt"

What does Community Planning have to do with the Market for Municipal Debentures?

When the Investment Dealers Association of Canada presented its brief to the Gordon Commission, it made some pertinent comments on the need for long term planning of municipal borrowing. Some of these comments are reprinted on another page of this NEWS.

The brief underlines the need for long term financial planning as a means of increasing "investor acceptance of Canadian municipal obligations". This statement, however, stops short of the very heart of the matter.

Doesn't long term financial planning depend upon sound engineering – and beyond that on sound planning of the physical growth and regrowth of our urban areas? Such physical planning, based on economics as well as on architecture and on engineering, is surely the most important safeguard of credit-worthiness. What can give greater assurance of "ability to service the proposed debt" than a plan of physical development – streets, industrial sites, residential areas, commercial areas, schools, churches and all the rest – based upon the best calculations we can make of the factors making for urban efficiency?

If we are in earnest about improving the market for municipal debentures, let us get our planning staffs, our town engineers, our budget officers and our investors into close teamwork. Perhaps the investing institutions will find it to their advantage to go a little beyond the usual general appeal for financial planning. They know that such planning depends in turn upon the existence of a good master plan. Such a plan lessens unhealthy and uneconomic growth and will do much to minimize investment risk.

Possibly one of the obstacles to long-term financial planning is the one-year term of elected councillors.

"It is extremely salutary", writes Anthony Adamson in an article in the June issue of the *Community Planning Review*, "to force one-year councillors to think five years ahead; it corrects attitudes." Professor Adamson, speaking from his own experience as a one-year councillor, urges that the Province should require every municipality to time its expenditures as an element of its official plan of development.

There are overwhelming financial advantages to the taxpayer and, indeed, to all industry and commerce, in devising a plan for future development of the urban economy. It should therefore be one of the primary responsibilities of every city chief executive to see that this master plan of physical development and the master plan for capital financing should be brought into harmony.

In a few of our cities, a day-to-day teamwork has developed between those who prepare the master plan of development and those who prepare the long-term capital budget. Such a process in Vancouver is described by Mr. G. Sutton Brown in the *Community Planning Review* (Vol. IV, 1954). Metropolitan Toronto has a capital works program covering the next ten years. The methods of Alberta's Provincial Planning Board in dealing with the small and medium-sized communities is exemplified in their recent Planning Surveys (*Community Planning Review*, Vol. V, No. 1).

This coordinated staff work is too important to be left to the accidents of personality – a kind of inter-departmental cooperation to be accomplished if finance and planning officers happen to "get along together" or if the mayor happens to be a strong character who compels them to do so. The machinery for doing such staff work in physical and financial planning must become a basic and permanent part of every town's administrative system.

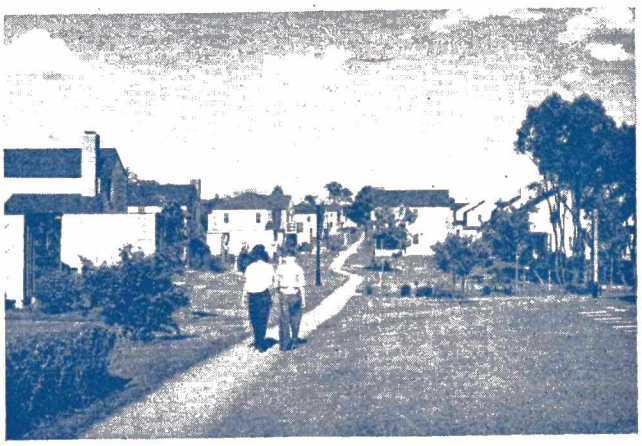
Choosing a Neighbourhood Design

The excellent CMHC pamphlet on *Choosing a House Design* has led us to reflect on ways of helping the enormous population of not-quite-satisfied house-buyers to take an informed interest in *neighbourhood design*. In some way, we must correct the distortion in John Citizen's mind which results from the merciless emphasis of commercial advertising on the individual house and lot.

Surely our progress toward the good life in the next few years will depend greatly upon the attention given to neighbourhood design as distinct from the painful doodling of housewives and architects over the insides of houses. With all the tinkering we can do within the bounds of our lots, we shall remain frustrated until we can envisage the whole area as home. How cramping to the human spirit and how frustrating to the arts of design has been this frantic sales effort to fasten attention on the house and lot!

Why not come right out and remind house buyers that they are always going to feel pent up and crowded in their little boxes until, as a body of voters and taxpayers, they insist on having not only individual houses but whole neighbourhoods and whole towns designed for wholesome living?

The interiors of our homes are likely to be too small for us for a long time to come, but we do have it in our power to create a vast improvement in the design of housing groups and in the use of the surrounding space.



Alberta's "New Towns Act"

The New Towns Act, passed by the Alberta legislature this year, may represent a new departure in legislation on this continent. It is based in part on the British New Towns Act and in part on the Province of Ontario's legislation dealing with townsites in unorganized territory.

Since the Act was assented to on March 29, three applications have been received for the establishment of new towns. One of these is a satellite to the City of Edmonton while the other two are towns in an unsettled area of the Province where the need for them arises from the development of the Pembina Oilfield.

Under the Act, applications for the establishment of any new town may be received by the Provincial Planning Advisory Board. After making such inquiries as it sees fit, the Board may make recommendations to the Lieutenant Governor in Council. The Government may then issue an order defining the area in question, declaring it a new town and establishing a date upon which its establishment is to be effective. A Board of Administrators is to be appointed in every such case.

The Board of Administrators is to be responsible

(a) to the Board of Public Utility Commissioners in regard to all matters relating to finance,

(b) to the Provincial Planning Board in regard to all matters relating to planning, development and construction, and

(c) to the Provincial Board of Health in regard to water supplies, sewage disposal and other health matters

and is required to carry out such instructions in regard to these matters as any such body may issue from time to time.

Provision is made that the Board of Administrators is to present proposals for the planning and orderly development of the new town to the Provincial Planning Board for their approval. To assist the Board in this task or to ensure that the planning and development of the new town will be consistent and coordinated with the planning and development of adjacent areas or municipalities, the Provincial Planning Advisory Board may require that proposals be prepared for the Board of Administrators by the PPAB staff or by a district planning commission.

(This Act is Chapter 39 of the 1956 Statutes of Alberta. A copy may be obtained from the Queen's Printer, Edmonton, for 15 cents).

The Need Grows Greater

An editorial from The Winnipeg Free Press, April 24, 1956

Mr. Eric Thrift of the Metropolitan Planning Commission last week gave to a large gathering of municipal officials in Winnipeg some startling figures on the probable future growth of the Greater Winnipeg area. Mr. Thrift predicted that the population of Greater Winnipeg will probably be close to 700,000 by 1980; that is, there will be an increase of two-thirds over present population.

On this basis, Mr. Thrift raised a much-needed question: Where are the extra people going to go? His answer was disquieting. He estimated that about 55,000 might be squeezed into Winnipeg, St. James, East and West Kildonan and Brooklands. The others will have no alternative but to spread outside the existing built-up area. They will go into municipalities which, because they are more sparsely settled, are the least prepared to cope with the large scale development that must accompany a rapid growth in population.

Acre upon acre of now undeveloped ground will have to be properly sub-divided. Sidewalks and roads must be planned, water and sewer lines laid. These lines will have to be serviced. A heavier suburban population will complicate traffic to and from the downtown area; this will require new bridges, arterial highways and perimeter roads. There will be many other problems – shopping and industrial districts, parks and schools. Zoning will have to be tackled on a municipal and metropolitan basis.

How are these facilities to be provided? Unquestionably it will take careful and continuous planning to make sure that the development of the newer areas is properly controlled and intelligently carried out. If this planning is to be effective, it cannot be done by the municipality alone. There must be a metropolitan council representative of all the municipalities and with authority to make decisions for the entire area.

At present the question of metropolitan control is suspended until the Bodie Commission has reported its findings on the desirability and practicality of a metropolitan council for Greater Winnipeg. But the Bodie Commission, it must be noted, is not planning the steps necessary to set up a central council. It is considering whether such a council is justified. The Commission has asked for briefs on this question; and it now appears that the deadline it has set for the submission of briefs will have to be extended. As a consequence, the Commission's public hearings will also have to be set back.

Eventually, the Commission will – one must assume – recommend that some central authority should be established. But this provides, of course, no assurance that it will, in fact, be set up. If some municipalities oppose a metropolitan authority, the provincial Government will have to take the initiative and order it to be done. No one will rely on this being a speedy process.

The longer this vital matter is allowed to drag on, the larger and more serious become the problems of the municipalities. They have been bad enough, and made necessary enough haphazard and makeshift expedients, as it is. For each mile farther that the city spreads, the difficulties arising from lack of a central authority multiply many times over. If any of the municipalities in the area are still reluctant to recognize the urgent need for a central authority, a study of Mr. Thrift's figures should convince them that the formation of a metropolitan council cannot be put off much longer.

The First Six Months

by Major T. S. Chutter, M.C.

The National Capital Region Branch of CPAC came into being on December 9th last at a public meeting held in the National Museum in Ottawa. Presiding at that meeting, on the invitation of the national Director of CPAC, was Mr. Raymond Brunet, O.B.E., former Mayor of Hull, Quebec, and immediate Past President of the Canadian Construction Association. An attendance of over 100 people heard talks by Sir Brian Dunfield, CPAC's President; Charles-Édouard Campeau, Vice-President of CPAC, and Walter Bowker, Director of Information of the Federal District Commission.

At this meeting a skeleton executive for the Branch was elected by about 20 members of CPAC then resident in the region. This was made up of: R. Stirling Ferguson, Chairman; Stephen Dale, Vice-Chairman; I. E. Orton and S. D. C. Chutter.

A second meeting was held in January at Construction House in Ottawa. After an address by Mr. Jacques Simard, Mayor of Préville, Québec, who had applied expert planning to his own town, the meeting discussed a number of projects proposed for the year's program, including the preparation of a model of "Dream Town" as an example of community planning to be exhibited at the forthcoming Home Show. At this meeting, also, the Branch elected Mr. Raymond Brunet as Honorary Chairman.

In March, the Branch held another well-attended meeting at the National Museum. This time it heard an instructive series of talks by Mr. Harold Sampson and two of his associates of the firm of Sampson-Miller of Pittsburgh on their much-publicized Garden City development (House & Home, Jan. 1956). In these talks, which were illustrated with slides, Mr. Sampson made it very clear that *expert community planning was economical for the real estate developer and provided the best selling points to house buyers.*

The Ottawa Home Show, sponsored by the Junior Board of Trade, was held in April. The "Dream Town" model, prepared by the feverish activity of numerous CPAC volunteers, aroused considerable interest. In a space of 20 by 10 feet, it showed a layout of a 200-acre section of a 1000-acre satellite community. The topography represented by the model was copied exactly from a piece of land in the Capital region, and the details of financing such a development were presented to show not only that a community could have safe streets, open spaces and parkland, convenient siting of schools, churches and shopping areas, but that the actual costs of housing, including taxes, in such a district would not exceed those in a conventional type of subdivision.

The team who gave their time to the production of this model were architects, engineers, financial experts, surveyors, realtors, and educational and welfare experts. The Junior Board of Trade gave the space, provided extra spot lighting and cooperated most generously.

The Branch then took note of the fact that a Joint Parliamentary Committee was holding hearings on the progress and programs of the Federal District Commission in developing and implementing the plan for the National Capital. It was decided that a modest brief should be submitted, stressing two matters of principle:

(1) the need to enlist the interest of citizens of the area and to give them a voice in the preparation of development plans;

Officers of the National Capital Region Branch

R. Stirling Ferguson
Chairman

←

Major T. S. Chutter, M.C.
Secretary-Treasurer

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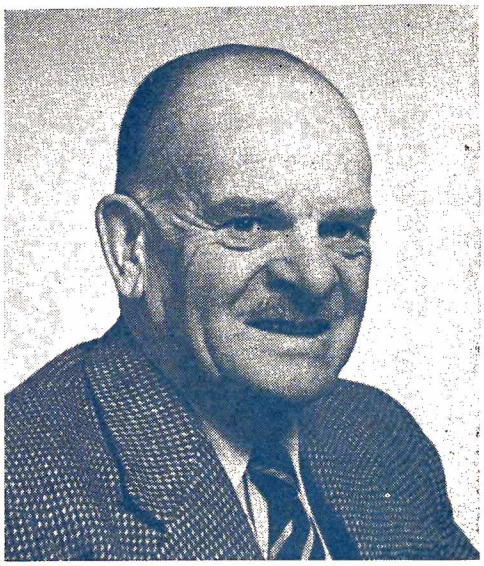


(2) the need for closer cooperation between all the agencies – federal, provincial and municipal – in the preparation of plans, and between all the municipalities in the area (in both Ontario and Quebec).

Drafts of the brief were shown to every member of the Branch for his comments and suggestions.

Upon receiving the Brief, the Parliamentary Committee called the Branch to appear at a hearing. During about an hour of questioning, Stirling Ferguson, the Chairman, was able to elaborate considerably on the brief. The Committee showed a great deal of interest in the Branch's emphasis on the need to encourage citizen interest. At the close of Mr. Ferguson's testimony, Senator Norman P. Lambert said:

> "I do not think there is any doubt that all the members of this committee are quite sympathetic with the objectives which have been expressed very well by the witness this morning in respect of the educational effort to create proper public interest in planning. In connection with the work you are doing, I think we can all say 'God-speed'. Get as much education influence applied to the city as you can. You can also supply some definite suggestions in the way of organizations, ways and means, jurisdictional cooperation, to get these things done. Then I think you would have done a real job."

On June 4th, the Branch held its First Annual Meeting at Construction House. The Chairman reported that there were now 4 sustaining and 80 individual members in the Capital Region. A great number of these represent other citizen groups, making CPAC in effect a linking together of a great many established organizations having a vital interest in sound planning – to mention a few: the Royal Architectural Institute of Canada, the Engineering Institute of Canada, the Welfare Council of Ottawa, the Canadian Welfare Council, the Junior Board of Trade, the Field Naturalists Association, several ratepayers associations, land developers, surveyors, health and recreational officials.

The newly-elected executive again includes R. S. Ferguson and Stephen Dale, and amongst its new members are: Ken Wood of the Junior Board of Trade; Dr. J. E. Laycock, Secretary of the Welfare Council of Ottawa; A. M. Hallonquist, realtor; N. Sadlier-Brown of the Fisher Heights Ratepayers Association; George McNee of the Canadian Construction Association; and T. S. Chutter.

This article is the first of a series on the activities of CPAC Branches.

SAINT JOHN URBAN REDEVELOPMENT STUDY

CMHC and City Share Cost

Public Works Minister Robert Winters announced recently that the Federal Government has authorized the Central Mortgage and Housing Corporation to make a grant of $11,250 to the City of Saint John, N.B., to finance an urban redevelopment study. The grant was made under Part V of the National Housing Act, 1954, which provides federal aid to investigations into housing conditions in Canada.

The survey, which is expected to be completed by the end of 1956, is estimated to cost $15,000. The City of Saint John will bear 25 per cent of the cost with the federal grant providing the remaining 75 per cent.

The study is intended to identify the areas of the city which are in need of urban renewal and to determine where rehabilitation, clearance or redevelopment would be the appropriate treatment. The study will also consider the proper re-use of the areas that should be cleared and the re-housing requirements for the families in such areas. One or more of the worst areas will be selected for detailed study with a view to early redevelopment.

The federal grant will finance the employment by the city of technical staff who will carry out the study and report to a joint committee consisting of representatives of the city, the provincial government and the Central Mortgage and Housing Corporation.

Churches (Continued from page 1)

bibliography), was published by ONTARIO PLANNING; and, of course, there have been some notable instances of cooperation between churches and civic authorities in the layout of new neighbourhoods.

Here is an ample list of future study projects suggested in *Church and City Planning.*

(1) The church and urban renewal, redevelopment, and neighbourhood rehabilitation.

(2) The church and suburban subdivisions.

(3) The relationship of the church to zoning, building codes, housing codes and police-power enforcement agencies of city planning.

(4) Organizational relationships for coordination between church and city planning agencies.

(5) The church and super-highway planning.

(6) Criteria of site size, membership size, spacing, etc., used by local councils of churches, planners, and denominations.

(7) Coordination of church strategy with the city master plan.

(8) Organizational patterns for coordination of church and city planning in local areas.

(Publications mentioned in this article can be obtained through CPAC. The cost of *Church and City Planning* is 50 cents.)

Planning Progress

ONTARIO

ONTARIO PLANNING, published by the Community Planning Branch of the Provincial Department of Planning and Development, reports that during the first quarter of this year 16 new planning areas have been defined, bringing the total to 229. One new official plan has been approved making in all 59 official plans. Restricted Area (Zoning) By-laws and amendments totalling 216, compared to 171 for the same period a year ago, were received for comment. There are now 27 committees of adjustment, two new ones having been established this year. There are now 183 Ontario municipalities with one or more areas of subdivision control, and new applications for approval of plans of subdivision numbered 363 during the first quarter compared to 336 for the first quarter last year.

It is also worthy of observation to note that there is an increase in the number of fully serviced lots and a decrease in the number of partially serviced lots which have been created this year to date, compared to a year ago.

The increasing interest in community planning in Ontario is evident in the improved quality of subdivision plans. This interest is also reflected in the number of demands for field work consultation which are made upon the provincial planning officials.

Toronto Rental Housing Development

426 Units

Public Works Minister Robert Winters and the Honourable W. M. Nickle, Ontario Minister of Planning and Development, announced recently that the construction of 426 units in the Lawrence Heights Federal-Provincial rental housing project in Metropolitan Toronto would begin at once and that the contract for this work was being awarded to Anglin-Norcross Ontario Limited of Toronto, the low bidder.

The Federal-Provincial Partnership has agreed to the introduction of a rental subsidy to bring the apartments within the reach of the families for whom the housing units are intended. The units will be rented to families with incomes ranging from $2,700 to $3,960 a year. Family income includes incomes from all sources and not merely income of the family head. Rents are geared to income and adjusted by family size with each family paying as much as it can reasonably afford. The difference between the rents collected and the full economic rent will be shared, like construction costs, 75% by the Federal Government and 25% by the Provincial Government. The Municipality of Metropolitan Toronto which first requested the project has already approved the introduction of the subsidy.

The 426 apartment units to be awarded to Anglin-Norcross were designed by two Toronto architectural firms, Deacon and Arnett, and Fleury and Arthur.

Construction of the housing units will be supervised by Central Mortgage and Housing Corporation and management responsibilities of the housing units will be assigned to the recently-formed Metropolitan Toronto Housing Authority. The project will remain in the ownership of the Federal-Provincial Partnership.

South-Western Ontario

The London and Suburban Planning Board and the Community Planning Association of Canada cooperated in arranging a display at the Home and Garden Show at London, March 26-31. The display created considerable interest and on April 25th a public meeting was held in London, addressed by the Regional Supervisor, William A. Dempsey. At this meeting, attended by over 80 people, it was decided that a CPAC Branch should be organized and the following were named as an Executive:

Hugh Lamb and R. W. Pawley of Westminster Township; George Nace and Don Oatman of London Township; W. C. Miller, City Engineer of St. Thomas; Robert Given, City Manager of Woodstock; Leonard Johnson, UTRCA Secretary-Treasurer; and Philip Hawes-Smith, Associate Planner with the London and Suburban Planning Board. Mr. Hawes-Smith was elected as Secretary of the Branch.

The hope was expressed that there might be a CPAC meeting for South-Western Ontario some time in the autumn.

The following day, planning representatives of nine municipalities of Oxford County met at Woodstock. The meeting was sponsored by the Community Planning Branch of the Ontario Department of Planning and Development, to promote planning objectives and to discuss methods whereby these municipalities might achieve their objectives cooperatively within a common region.

Metropolitan Toronto Branch

The Planning Director of the City of Toronto, Matthew Lawson, addressed the Metropolitan Toronto Branch at a meeting in the Unitarian Church, Toronto, recently on "Urban Renewal". Mr. Lawson showed slides and outlined the condition of buildings and densities of population in various parts of the City.

In outlining the many problems of the redevelopment program, he stressed the importance of having low rental projects beyond the City in order that there would be some place for the displaced families to live while the redevelopment program was taking place. He said that federal participation and redevelopment measures other than housing, as outlined in the proposed national legislation, would be very helpful.

The Branch also held a public meeting in conjunction with the Association of Women Electors and the Local Council of Women in May, at which Mr. T. W. Thompson, Metropolitan Parks Commissioner, spoke on a "Parks Program for Metropolitan Toronto". Mr. Thompson stated that there had never been such enthusiasm for park acquisition and development. Real progress had been made by the recently formed Metropolitan Parks Department, and public opinion would do much to ensure that adequate financial resources were provided for park purposes.

From this meeting was formed a "Parks Action Committee", dedicated to bringing before the public the importance of an adequate parks program for Metropolitan Toronto.

MANITOBA

Transportation

According to the Public Service News, issued by the Greater Winnipeg Transit Commission, a decision has been made to get the best independent professional advice available to Winnipeg on a plan of attack on the traffic problem. The Downtown Business Association, the Provincial Government, the Municipalities of Greater Winnipeg and the Transit Commission have joined forces to finance a comprehensive survey of Winnipeg's transportation and traffic problem which will be known as "The Traffic, Transit and Parking Survey". A top-flight professional consulting organization will be retained to make this study under the general supervision of the Metropolitan Planning Commission of Greater Winnipeg.

Redevelopment Survey

Planning Notes of the Metropolitan Commission report that a land use survey for the redevelopment of the C.P.R.-Notre Dame area of Winnipeg is in progress. This is a research project carried out by the University of Manitoba.

SASKATCHEWAN

Melfort

A Planning Report was published in April for the Town of Melfort. Prepared by the Community Planning Branch of the Department of Municipal Affairs in co-operation with the Melfort Planning Committee, the report outlines trends in growth and development and includes recommendations for future guidance. The 74-page Melfort report provides a useful analysis which should be of interest to all Saskatchewan towns.

Rosetown

The Community Planning Branch of the Department of Municipal Affairs has started working with the Town Council of Rosetown on preparation of a development plan.

Saskatoon

Following discussions and negotiations lasting almost eighteen months, the Town of Sutherland was incorporated in the City of Saskatoon on January 1, 1956. The merger has created new work for the Planning Department, which is currently undertaking a land use survey preparatory to zoning the new suburb and studying new and existing subdivisions.

The City of Saskatoon and the Rural Municipality of Cory recently passed resolutions adopting a by-law to establish a District Planning Area and a Committee to administer it. Under the terms of the by-law, planning and zoning controls were set up in a strip one-half mile in width on either side of all highways in the Rural Municipality and in a strip approximately one and one-half miles wide on all sides of the City.

Work is proceeding on several new subdivisions. The largest, 179 acres, is a contemporary housing subdivision, with provision for two schools, parks, playgrounds, shoping centre and apartment sites. After spirited discussion and a survey of other Western Canadian cities, it was decided to provide lanes in the plan. A second re-plotting scheme at present in the planning stage is aimed at providing planned commercial sites on one of the main highway entrances into the city. This scheme will include coordinated apartment block sites.

Development work has started on several park layouts which were designed by the Planning Department. Notable among these is that in front of the new City Hall, which will be opened in June. Provision is made for flagstoned and planted walks and a large paved parade area to which it is proposed that the existing Cenotaph be moved.

Recent requests for semi-commercial building sites on the periphery of the downtown business area have raised the question of the need for a new zone, under the provisions of the existing zoning by-law. Other requests for re-zoning pertain to erection of stores, service stations and apartment blocks. The City has requested interim development controls under Provincial Legislation.

Staff in the Planning and Building Department was recently increased with the arrival from England of an architectural assistant. A draughtsman is also expected from England in the near future.

Swift Current

A Community Planning Commission has been actively engaged in preparation of a new zoning by-law. The City is planning to hire a firm of planning consultants to prepare a master plan for future development.

One new housing area started three years ago has been completed; lots in a new area started last fall are almost all sold; and another new residential subdivision is being planned for next year.

Weyburn

The Town Planning Committee is awaiting reports from the planning consultants who were engaged in 1955. During the current year the City hopes to pass a new zoning by-law and to have plans completed for playground areas and new subdivisions.

Yorkton

The Town Planning Committee has been operating since 1947, with the assistance of a planning consultant. The zoning map adopted in 1949 was revised during 1955 to meet the demands of new growth. The new zoning map was recently completed.

The Planning Committee carried out studies in regard to location of a swimming pool and a home for aged people. The recommendations for suitable sites were adopted by City Council.

Two new subdivisions were planned during the past year, one for business and one for residential use. One of these subdivisions has been surveyed and registered and the other is now being surveyed.

BRITISH COLUMBIA

One-day Conference on Provincial Planning Matters

A delegation from the B.C. Division Executive led by Mr. W. T. Lane, Chairman of the Division, took part in a one-day session with the Hon. W. D. Black, Minister of Municipal Affairs, the Deputy Minister Mr. E. J. Brown, the Inspector of Municipalities, and the Director of Regional Planning for the Province of British Columbia. Others in attendance included the professional planning group (now in process of organizing a chapter in B.C.), representatives of the U.B.C.M., representatives of the Lower Mainland Regional Planning Board, the Capital Regional Planning Board and those planners engaged in Municipal Planning. Briefs were presented by Mr. Sutton Brown and Mr. G. Fountain on behalf of the professional planners, and by Mr. W. T. Lane on behalf of C.P.A.C.,

B.C. Division. Ideas were exchanged following presentation of the Briefs. The Minister advised that he wished to obtain the opinions of the professional planners and the lay planners for consideration when amending the Town Planning Legislation.

Study of Urban Sprawl

A study by the Lower Mainland Regional Planning Board on *Urban Sprawl,* or encroachment on farm lands and the undeveloped areas of low density residential development. "Sprawl", the report asserts, "is a blind process. It occurs when a number of people act individually without any idea of the total effect of their actions". Most landowners concerned will eventually subdivide into building lots. When they do, they will be faced with two problems: they must provide a satisfactory system of roads and services; and they must rally large numbers of other owners to agree on a concerted plan at the same time. "Economic and efficient development of land by this means", says the report, "is no more likely than smooth and efficient flow of traffic through a busy intersection without traffic signals". In its more comprehensive technical report and in more general terms in its booklet for general readers, the Board makes recommendations which may be summarized as follows.

Residential areas of realistic size should be established by zoning by-laws in all municipalities.

The provincial government should seek the power to compel any municipality to adopt realistic zoning by-laws.

Municipalities should concentrate their public works programs in order to provide compact, fully serviced areas rather than large areas of minimum services.

All municipalities should undertake planning as a normal part of municipal government.

Close co-operation should be sought between municipalities and the Central Mortgage & Housing Corporation and all lending institutions in making building loans.

Residential development should be forbidden in swampy or otherwise unsuitable ground.

Adequate building standards should be enforced in all municipalities.

Planning Course at U.B.C.

For the second year, a one week's course entitled *Orientation Course in Community Planning* was arranged by the B.C. Division in cooperation with the Extension Department of the University of British Columbia, the School of Architecture, and the Graduate Course in Community and Regional Planning.

Students came from widely separated parts of the Province, as far east as the Alberta boundary and as far north as Dawson Creek, as well as from Vancouver Island.

Metropolitan Legislation

The Committee of Mayors and Reeves of the Metropolitan Area of the Lower Mainland of British Columbia have asked cities and municipalities in this area to submit a brief to the U.B.C.M. Executive on the proposed metropolitan legislation now being considered by the Provincial Government.

Royal Commission

The City of Vancouver has asked the Provincial Government to appoint a Royal Commission to study metropolitan government in the Lower Mainland area of British Columbia.

Urban Redevelopment Clinic

A joint one-day Urban Redevelopment Clinic was held on April 11 by C.P.A.C. and the Vancouver Board of Trade. A recommendation was passed by those attending the clinic suggesting that the City Council of Vancouver establish a committee drawn from leading civic organizations to assist in carrying out a plan of urban renewal, relating particularly to publicity and planning education. This recommendation was referred to the Vancouver Board of Trade and to the members of C.P.A.C.

Housing Code

The Vancouver Housing Association has asked the City to establish a "Standard of Housing" such as the minimum standard code now used in Winnipeg.

1000 Acres for Parks Required

The Vancouver Board of Parks and Public Recreation recommended to the City Council that a thousand acres for park purposes should be acquired in adjacent municipalities to meet park requirements.

Municipality of Richmond

The Municipality of Richmond will submit for public hearing June 13 its amended zoning by-law and town plan. This fast-growing community, adjacent to the large urban centre, recognizing the deadliness of urban sprawl both socially and economically, has set as its objectives in the new town plan some form of control in realistic zoning regulations. All of this has been approached through analysis and recommendations by consultant planners. The Town Planning Commission has worked in close liaison with the consultant planners on this project.

In respect to planning progress in schools, progressive thinking by Richmond's School Board has resulted in planning surveys by the Lower Mainland Regional Planning Board. The result of these surveys has established a school system in relation to the rest of the community's development. The emergence of the concept of having these schools the focal point of neighbourhood development has already resulted in social and economic gains to the community and reduction in transportation costs.

The joint use of school playgrounds and park sites for recreation dispenses with duplication of maintenance and service costs. The design of access to wash and bath rooms in these schools for public and educational use eliminates the need for separate recreational dressing and washroom buildings. This in itself reduces the cost to the public—a worthwhile achievement.

A new concept in civic administration a multi-use park adjacent to the commercial centre of the community, is being achieved in the new Richmond town plan. This is the first realistic attempt in the whole Lower Mainland area to afford such a focal point in a community's development.

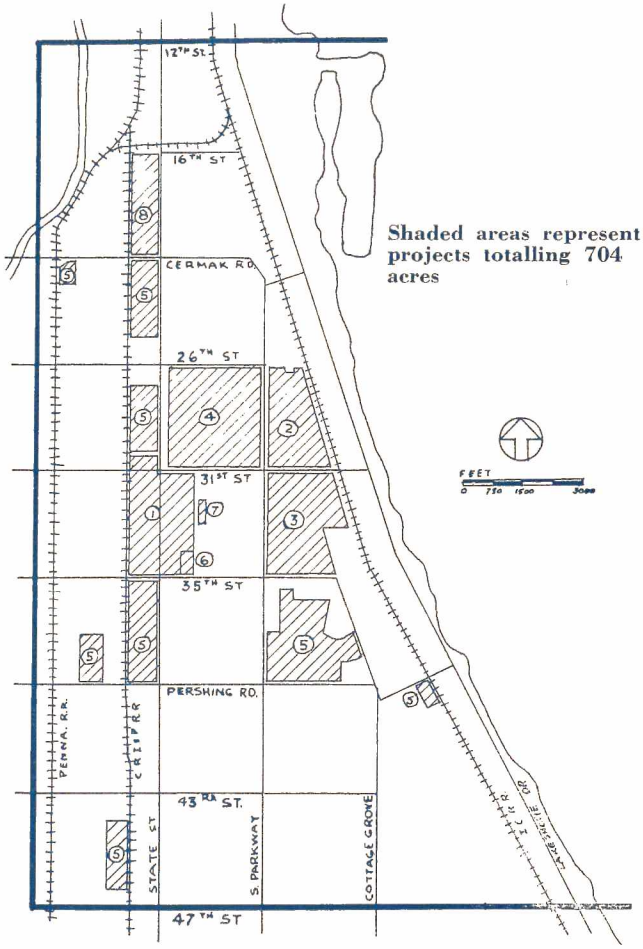
Basic designated arterial routes, accompanied by secondary and neighbourhood feeder routes are envisaged in the new town plan. This is the first serious consideration given to the rising costs of services and utilities in a rapidly developing community.

Redevelopment in Chicago

Sparked by the South Side Planning Board, a citizens' organization, a dozen or more public and private groups have joined forces to replan and redevelop more than a square mile of Chicago's central south side slum area. At year's end substantial progress had been made by most redevelopers. Estimated cost, not including all rebuilding expenses, is more than a quarter billion dollars.

The drawing shows the principal projects: (1) Illinois Institute of Technology, redeveloper of 110 acres for teaching and research center, faculty and student housing; $45 million; 50 per cent complete. (2) Michael Reese Hospital, redeveloper of 80 acres for 1,000-bed hospital, medical teaching and research center, 1,000 housing units, $37 million; 25 per cent complete. (3) Lake Meadows, New York Life Insurance Company project of 100 acres for 2,000 housing units, school, park, shopping center; $36 million; 35 per cent complete. (4) Redevelopment of 148 acres for housing, schools, park, commercial area; Dunbar Vocational High School and Drake Elementary School among redevelopers; $25 million; construction and land clearance under way in parts of project. (5) Eleven public housing projects on 215 acres; $75 million; eight complete, two under construction, land cleared for one. (6) De La Salle Institute, redeveloper of 6 acres for high school; $750,000; 33 per cent complete. (7) Chicago College of Optometry and VanderCook College of Music, redevelopers of 1½ acres for teaching facilities; $600,000; 75 per cent complete. (8) Industrial district; $7.5 million for land; in planning.

From *ASPO Newsletter*



Shaded areas represent projects totalling 704 acres

NOTICE OF BY-LAW AMENDMENT

The undersigned members give notice that at the next Annual General Meeting of the Association they intend to move the following amendments and additions to the By-laws as already amended and approved under date of November 9, 1955.

(Altered sections are in italics.)

Strike out By-law No. III and substitute the following:

III MEMBERS

The Association shall consist of the following:

(a) Active Members: Persons who have been elected to membership in the Association and have paid *annually the membership fee, which shall be as determined by the members from time to time at a General Meeting of the Association.*

(b) Sustaining Members: Corporations, societies or other bodies or groups who have been elected to sustaining membership in the Association and have paid *annually the sustaining membership fee, which shall be as determined by the members from time to time at a General Meeting of the Association.*

(c) Life Members: Persons who have been elected to membership in the Association and have paid such life membership fee, *upon admission,* as may be determined by *the members from time to time at a General Meeting of the Association.*

(d) Honorary Members: Persons who have made distinguished contributions in the field of planning, elected by the Council to permanent non-paying membership.

Sgd. Brian Dunfield
John I. McVittie
C.-É. Campeau, ing. p.

At its meeting on May 26, 1956, the Executive Committee of the Council resolved to recommend to the members of CPAC that the by-law amendment proposed by Sir Brian Dunfield and Messrs. McVittie and Campeau be adopted.

XXIII International Congress

The International Federation for Housing and Town Planning has announced that the XXIII International Congress will be held in Vienna, Austria, from July 22nd to July 28th, 1956. Further details may be obtained from the CPAC National Office.

THE NATIONAL HOUSING ACT

One of the actions taken with remarkable unanimity by the Parliament of Canada at the present session was the passage of the amended N.H.A. This Act deserves careful study by all citizens concerned with urban growth; it should greatly assist both private and public enterprise in the redevelopment of our cities. An explanatory statement by the Minister of Public Works (Mr. Winters) on the new sections of the Act appears, in both French and English, in the current *Community Planning Review*. Other comments on the legislation will appear in later issues.

Book Briefs

Melfort Saskatchewan Looks Ahead. Prepared by the Community Planning Branch of the Department of Municipal Affairs, Regina, in cooperation with the Melfort Planning Committee.

Urban Sprawl and **Economic Aspects of Urban Sprawl.** Prepared by the Lower Mainland Regional Planning Board of British Columbia, New Westminster, B.C., May 1956. 20 pages and 45 pages respectively. $1.00 each. (Described in ***Planning Progress.***)

Shorter Form of the National Building Code of Canada, (1953). National Research Council, Ottawa, price 30 cents.

The Associate Committee on the National Building Code of the National Research Council, in response to a nationwide demand, has reviewed and condensed its 1953 edition of the National Building Code of Canada.

Europe's Reborn Cities by Leo Grebler. Technical Bulletin No. 28 of the Urban Land Institute, 1200—18th Street, N.W., Washington 6, D.C., March 1956. $5.00.

An inventory and analysis of what is happening in the rebuilding of European cities; an account of the approaches to urban development and redevelopment in the countries of Europe, against which one can compare similar problems in one's own community. Of particular interest is Dr. Grebler's discussion of the endurance of the city, and particularly the city centre.

Preparing Your City for the Future. How to make an Economic Study of Your Community, by Robert B. Garrabrant. Technical Bulletin No. 29 of the Urban Land Institute, 1200—18th Street, N.W., Washington 6, D.C. May 1956. $2.50.

Developing the facts needed to estimate the employment potential of an area is a task of considerable intricacy. This Technical Bulletin, which is presented by the Urban Land Institute to clarify the problem will be useful not only to professional planners but to municipal officials and civic leaders.

Urban Development Guidebook. Chamber of Commerce of the United States, Washington 6, D.C., November 1955. 94 pages with selected references and listing some films and filmstrips. Single copies $1.00, quantities of three or more 50 cents each.

An Urban Development Team, provided by the Chamber of Commerce, met with local civic leaders in six American cities during 1954 and explored community problems with them. This Guidebook combines the suggestions made by these civic leaders. Supplementary material has been supplied by a Special Advisory Committee. Part One sets forth a brief step-by-step plan of action for dealing with problems of urban development. Part Two deals with separate aspects of these problems in greater detail.

Church and City Planning, by Robert C. Hoover and Everett L. Perry. Bureau of Research and Survey of the National Council of the Churches of Christ in the United States of America, 297 Fourth Avenue, New York 10, N.Y. 36 pages; bibliography. 50 cents. **Reviewed on page 1.**

Neighborhood Conservation. Conservation Division, City Plan Commission, Detroit, Michigan, 1955.

A report on a proposed ten year investment program to eliminate deterioration and prevent blight and slums in Detroit's fifty-three middle-aged neighbourhoods. Canadian cities will be particularly interested in the methods used and in the estimates of staff requirements—paid and voluntary—to carry out this program.

PROCEEDINGS OF THE NINTH REGIONAL CONFERENCE, B.C. DIVISION, CPAC

Available from the Secretary Treasurer, B. C. Division of C.P.A.C., 1205-736 Granville Street, Vancouver. $1.25.

Trends in Industrial Location and Planning Industrial Areas
The Need for Industrial Sites
Development of Industrial Lands from the Standpoint of the Private Entrepreneur

Modern Trends in Public Transit Planning
Parking Problems in Urban Areas
Airports and Heliports
Arterial Highways in Metropolitan Area

A Mutual Aid System of Planning Organization: Alberta's District Planning Commissions

Possibility for Increasing our Housing Supply under Current Legislation and from the Standpoint of the Investor
Layout of Subdivision
Control of Subdivision

Crestwood Heights: A North American Suburb, by John R. Seeley, R. Alexander Sim and Elizabeth W. Loosley. University of Toronto Press, Toronto, 1956. 505 pages. $6.50.

The result of a five year study of "a well known Canadian community, located within the borders of one of Canada's big cities." (To be reviewed.)

The British New Towns Policy by Lloyd Rodwin. Available from S. J. Reginald Saunders and Company, Limited, Toronto 1. 207 pages, illustrated. $9.00.

Ten years have passed since Britain adopted the 'new towns' policy. Fifteen new towns are under way. Mr. Rodwin discusses the problems that have emerged and the prospects for the future. Difficulties are analysed and are documented by case histories of the new towns in which we see how personalities, politics and conflicting interests entangle and mar the ideal solution. Yet despite human limitations, Mr. Rodwin thinks the new towns do add up to one of the most imaginative and promising of Britain's planning experiments, and he explains why.

Municipal Progress During the Twentieth Century. A special issue of the AMERICAN JOURNAL OF ECONOMICS AND SOCIOLOGY (Volume 15, No. 3, April 1956) in honour of Harold S. Buttenheim on the occasion of his Eightieth Birthday (former Editor, THE AMERICAN CITY from 1911-1955; Editor Emeritus 1956). Edited by Mabel Walker. Available 50 East 69th Street, New York 21, N.Y. 351 pages. $1.00.

The subjects of the essays include: public works and city planning; housing; municipal finance; land value taxation; progress toward orderly city financing; citizen action for finer cities. The authors include: Louis Brownlow, Herbert Emmerich, F. J. Adams; F. L. Bird; and Thomas H. Reed.

North Carolina Hurricane Project. North Carolina Council of Civil Defense, Raleigh, North Carolina, 1955. 64 pages.

Blueprint for Neighbourhood Conservation. Produced and contributed as a public service by the Henry J. Kaiser Companies, 1924 Broadway, Oakland 12, California, 48 pages.

This booklet is the revised and modernized edition of a 1953 booklet produced by The Build America Better Council of the National Association of Real Estate Boards. This new edition includes actual case histories of urban rehabilitation in seven leading American cities.

Developmental Design in Housing, by Rene Eyheralde F. Inter-American Housing Centre, Ciudad Universitaria, Bogota, Colombia. First published in Spanish in 1953; translated into English in 1955.

The Cumberland Plan: Progress Report, 1955. Cumberland County Council, Sydney, Australia, 12 pages.

This Plan, brought into being by Act of Parliament in 1951, is for the control of land use over the 1,650 square miles of Metropolitan Sydney. A fuller description of the work and the progress made will be available early in 1956 in a book prepared by Professor Denis Winston of the Department of Town and Country Planning at the University of Sydney, to be published by Messrs. Angus & Roberston.

Planning Powers and Procedures for Pennsylvania Communities. Publication No. 1 *Local Powers for Community Self Improvement;* No. 5 *Zoning;* and No. 12A *Pennsylvania Planning Laws for Counties of Third to Eighth Class.* Issued by the Bureau of Community Development, Pennsylvania Department of Commerce, Commonwealth of Pennsylvania, Box 5, Harrisburg.

The three publications noted here are part of a series of 14 publications planned by the Bureau of Community Development. The complete series will attempt to cover the whole field of community improvement through local action.

Land Planning in a Democracy and **Urban Housing and Planning.** The Spring and Summer 1955 issues of the quarterly Journal Law and Contemporary Problems, Duke Station, Durham, North Carolina. $2.00 each.

The 350 page symposium on **Land Planning in a democracy** contains nine chapters by different authors. It deals with the new problems posed for planners by the large scale housing and business developments, both private and governmental, which have occurred since World War II. It centres attention on gaps and inconsistencies in existing laws and regulations which did not anticipate the large scale, overnight creation of entire communities.

The 529 page symposium on **Urban Housing and Planning** covers the Master Plan, the relation of planning and zoning to housing policy and law, conservation of existing housing, the municipal economy and land use restrictions, the private enforcement of city planning, and a chapter on new developments in British land planning law. Although the symposium deals particularly with housing it attempts to explore certain aspects of urban development and planning. It states that some form of basic enabling legislation for the establishment of a planning board or commission exists in wide form to-day but unfortunately "the exact scope of the powers, responsibilities and purposes of these planning units is usually uncertain and confused".

ANNUAL REPORTS

Annual Reports of the Planning Branch and The Office of Civil Defence (1955) of the Department of Municipal Affairs of the Province of New Brunswick, Fredericton, N.B.

Annual Report of the Department of Municipal Affairs of the Province of Saskatchewan for the fiscal year 1954-55. Report of the Director of Community Planning is to be found on pages 17 to 20.

8th Annual Report of the Town Planning Commission of the Metropolitan Area of Greater Moncton, N.B., 1955.

1955 Annual Report of The Lower Mainland Regional Planning Board of B.C., New Westminster, B.C.

Land Planning. United States Savings and Loan League, 221 North La Salle Street, Chicago 1, Illinois. 32 pages.

"A guide to the best practice for developing subdivisions that will hold their value" and "based on experience recorded by the Community Builders Council of the Urban Land Institute, Washington, D.C., and by the Community Planning Association of Canada, Ottawa."

Hints for Habitability

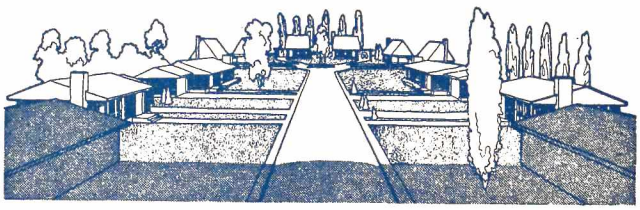
Choosing a House Design, a most attractive 48-page brochure has been published in Ottawa by the Central Mortgage and Housing Corporation to help prospective owners of small houses. A French edition will soon be available. (C.M.H.C. also publishes booklets illustrating house designs for which working drawings can be obtained.)

Choosing a lot, the relation of the house and lot, the problems of furniture space, the planning of basements, kitchens, play space, bathrooms, dining and cooking areas – and not least, landscaping – are some of the subjects it covers in a most readable manner.

It doesn't once say "gracious living"; but you will find it replete with ideas and suggestions which will assist all house dwellers, present and prospective. Helping immensely toward the good life, it will be as well thumbed as Dr. Spock.

A small complaint – possibly quite unreasonable – is that only a page is devoted to *Choosing a Neighbourhood*. I realize that the booklet is about the design of houses. But the prospective house buyer happens to be in a peculiarly favourable attitude to learn the basic truths about good *neighbourhood design*, and it is a pity not to take full advantage of this chance to help him. Perhaps the remedy is to produce a companion piece. CMHC once did publish a small pamphlet entitled *Selecting a Neighbourhood*, but this unfortunately is out of print.

E.B.



NATIONAL PLANNING CONFERENCE, 1956

Chateau Laurier, Ottawa — October 29-31

If you have not received hotel reservation forms, apply to

Secretary Treasurer,
Community Planning Association
of Canada,
77 MacLaren Street, Ottawa 4

OPENINGS IN COMMUNITY PLANNING

CPAC NATIONAL OFFICE

New Position

The National Office of the Community Planning Association of Canada requires a general assistant for the Director for analytical and editorial work.

This position should appeal to a young person looking forward to a career in town and regional planning; having superior writing ability; and having training and experience in planning or academic studies related to planning, preferably in economics, political science or geography.

Salary is dependent upon experience and qualifications.

Apply with details of experience and references to Eric Beecroft, Director, C.P.A.C., 77 MacLaren Street, Ottawa 4.

CITY OF EDMONTON, ALBERTA. 4 Planning Assistants. Salary: between $3,315 and $4,750 per annum. Canadian or British qualifications and at least two years experience desirable in Planning, Architecture or Engineering. Apply: W. R. Brown, Town Planner, Civic Block, Edmonton, Alberta. (16-56)

EDMONTON DISTRICT PLANNING COMMISSION, ALBERTA. Planning Associate. $4,440 to $5,400, including cost-of-living bonus. Qualifications: Degree in civil engineering and post-graduate studies in planning, or as an alternative, two years experience in municipal engineering or planning. Apply: Director, Edmonton District Planning Commission, 10523 - 100th Avenue, Edmonton, Alberta. (15-56)

CORPORATION OF THE DISTRICT OF NORTH VANCOUVER, B.C. Assistant Planner. $353 to $425 per month. Qualifications: University Degree in Architecture or Engineering with either experience or further training in Town Planning or an equivalent combination of training and experience. Apply in writing to: F. G. Saunders, Comptroller, Box 218, North Vancouver, B.C. (17-56)

ONTARIO DEPARTMENT OF PLANNING AND DEVELOPMENT, COMMUNITY PLANNING BRANCH, TORONTO. Planning Designer. Salary dependent on qualifications. Qualifications: University degree preferably in Engineering or Architecture or equivalent with some years of acceptable and progressively responsible experience in planning design field. Extensive working knowledge of planning and engineering survey methods; aerial photographic and contour interpretation; surface and sub-surface drainage, soils; sewage collection and water distribution system; landscaping and architectural design. Drafting, perspective and free hand drawing ability required. Apply: Department of Planning and Development, c/o Mr. McMurtry, Personnel Assistant, 454 University Avenue, Toronto, Ontario. (2-56)

RED DEER DISTRICT PLANNING COMMISSION, ALBERTA. Assistant Planner. Salary dependent on qualifications and experience. Qualifications: Degree in Civil Engineering, Architecture or equivalent and 2 years experience in Planning Office, or 5 years experience in Planning Office. Applications to include information regarding age, qualifications, experience, education, present salary and employment and salary required and to be addressed to: Director, Red Deer District Planning Commission, City Hall, Red Deer, Alberta. (18-56)

CORPORATION OF THE DISTRICT OF SAANICH. Assistant Planning Administrator. Commencing salary $4,500, rising to $5,400. Qualifications: Must have administrative ability and preferably some formal education in planning as well as experience in a Planning Office. Apply: H. D. Dawson, Municipal Engineer, Royal Oak, Vancouver Island, B.C. (19-56)

SASKATCHEWAN PROVINCIAL GOVERNMENT, SASK. Community Planning Advisor. $324 to $394 per month and $337 to $409 per month depending on whether background is respectively in social or physical sciences. Apply: Public Service Commission, Legislative Building, Regina, Saskatchewan. (12-56)

CITY OF TORONTO PLANNING BOARD, ONTARIO. Assistant City Planner Grade I. $5,346 to $6,210 depending on qualifications. Qualifications in planning or related fields with some experience in planning. (20-56)

Assistant City Planner Grade 2. $4,428 to $5,184 depending on qualifications. Qualifications in planning or related fields with some experience in planning. Apply: Secretary-Treasurer, City of Toronto Planning Board, 414 Bay Street, Toronto, Ont. (21-56)

CITY OF VANCOUVER, B.C. Planning Assistant (Architect). $377 to $432 per month. Competition 0-416. Qualifications: Degree in Architecture; must be eligible for professional registration in B.C. Some planning experience desirable. (22-56)

Planning Assistant (Engineer). $377 to $432 per month. Competition 0-417. Qualifications: Degree in Civil Engineering with allied experience. Must be eligible for professional registration in B.C. Application forms must be obtained from and returned to: Personnel Director, Room 206, City Hall, 453 W. 12 Avenue, Vancouver 10, B.C. (23-56)

Recent Planning Appointments

The Township of Toronto Planning Board has announced the appointment of **Mr. M. J. Bacon** to the position of **Planner** to the Board. Mr. Bacon was formerly with the City of Toronto Planning Board and with the Central Mortgage and Housing Corporation after coming from the United Kingdom, where he was employed with the London County Council.

The Metropolitan Toronto Planning Board has announced the following appointments:

Mr. G. R. D. Fryer, Assistant Planner, Grade II. Mr. Fryer is a graduate architect from Birmingham University, and holds a Planning Diploma from the School of Planning and Research for Regional Development, London. He has been employed by Central Mortgage and Housing Corporation as Designer and Site Planner and presently holds a C.M.H.C. Fellowship at the University of Toronto.

Mr. D. T. Chadwick, Assistant Subdivision Administrator. Mr. Chadwick is a graduate from the College of Estate Management, University of London, England. He is a member of the Royal Institute of Chartered Surveyors. During the 2 years he has been in Canada he has been employed by Central Mortgage and Housing Corporation as a Subdivision Appraiser.

The Municipal Manager of The Corporation of The District of Kitimat has just announced the appointment of **Mr. A. E. Ames**, formerly of Dallas, Texas, as **Assistant Planner**.

Mr. J. W. Wilson, Executive Director of the Lower Mainland Regional Planning Board informs us that **Mr. Nigel Richardson** joined the staff of the Board as **Community Planner** about the middle of May.

Mr. Richardson is a graduate of McGill University in sociology and physical planning and also of the School of Civic Design of Liverpool University.

The Market for Municipal Debentures

The following quotations are from a Brief presented to the Royal Commission on Canada's Economic Prospects by The Investment Dealers' Association of Canada.

Problems in Connection with Municipal Capital Financing

Over the past decade, municipal governments in Canada have spent large sums on the construction of social capital assets. The trend of expenditure continues upward and will, undoubtedly, be large for many years to come.

Reasons for these expenditures are simple. The Canadian population is growing rapidly. Since the end of the War it has increased by more than one-quarter. This increased population has been heavily concentrated in urban areas. New communities have had to be provided with capital facilities due to the large scale growth of suburban areas. Facilities in older areas have become increasingly inadequate to look after the needs of the enlarged population and the improved services required by the continuing rise in living standards. Urban transportation facilities are becoming progressively more inadequate due to the growth in motor vehicle registrations which have doubled in the past decade. School facilities are under great pressure due to the fact that young children have increased in numbers much faster than other age groups in the population.

It is evident that Canadian municipalities are faced with the necessity of making large continuing outlays for schools, hospitals, public buildings, roads, streets, sewers and the like.

* * *

Investor acceptance of Canadian municipal obligations will, in our view, be encouraged by action along the following lines:

(a) Continuation and possible extension of provincial government supervision and control over municipal borrowing programmes to prevent overborrowing and to assure sound long-range planning of municipal capital programmes.

(b) Amendment of applicable legislation to allow insurance companies to report municipal debenture investments at their amortized value.

(c) Amendment of applicable legislation to allow insurance companies to deposit debentures of school districts and similar authorities with the Federal Department of Insurance.

(d) Liberalization of those provincial Trustee Acts which limit Trustee investment in municipal debentures to the securities of municipalities within the province.

(e) Greater use, in some certain cases when market conditions are appropriate, of straight term issues provided with sinking funds subject to provincial regulation.

(f) Reduction or elimination of the withholding tax currently deductible from interest payments, payable in Canadian dollars only, to foreign holders of municipal securities.

(g) Provision of full financial information to investment dealers by borrowers when coming to market with a debenture issue.

(h) Financing long-life capital works, such as schools, roads and other construction through debentures of a longer term closer to the actual life of the asset acquired.

Such action will aid credit-worthy borrowers. It will not eliminate the need for a continuing study of provincial-municipal financial relations and the need for specific forms of financial aid from senior governments to spread the burden of certain municipal costs over tax bases which are more flexible and broader in application than real property taxes.

Planning of borrowing by municipalities will solve many problems. In this planning we would expect to see evidence of ability to service the proposed debt.

COMMUNITY PLANNING ASSOCIATION OF CANADA

President: **Sir Brian Dunfield**
Director: **Eric Beecroft**
Secretary Treasurer: **Miss J. M. Laventure**

NATIONAL OFFICE:
77 MacLaren Street, Ottawa

DIVISIONAL OFFICES:

Newfoundland	**Law Library, Court House, Duckworth St., St. John's**
P.E.I.	**c/o J. C. Mountain, Summerside**
New Brunswick	**c/o Town Planning Commission, Moncton**
Nova Scotia	**2 Prince St., Halifax**
Québec	**P.O. Box 131, Place d'Armes, Montréal**
Ontario	**32 Isabella St., Toronto**
Manitoba	**223 Curry Bldg., Winnipeg**
Saskatchewan	**P.O. Box 73, Regina**
Alberta	**14019-122B Ave., Edmonton**
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The Association as a body is not responsible for the statements made or the views expressed by individuals writing or reported in this NEWS.

If you are not a CPAC Member and you wish to receive the Community Planning News, the Community Planning Review and other Members' Publications, return this form to:

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Address.....

Date.....1956.

COMMUNITY PLANNING ASSOCIATION OF CANADA,
77 MacLAREN STREET, OTTAWA 4, ONTARIO,

enclosing $3.00 at par in Ottawa for Active Membership for 12 months from date.

pour compenser l'augmentation du nombre de logements partagés, proportionnée à l'augmentation du nombre de familles.

En réalité, la construction de maisons dépassera cette marque, et ainsi elle aura tendance à réduire le degré de surpeuplement dans le stock de maisons existantes et de faire augmenter le nombre des logements qu'on aura retranchés du stock utile. La mesure dans laquelle les maisons parachevées dépasseront cette limite minimum dépend de l'évolution du besoin total de logements, vu qu'elle est influencée par des facteurs autres que l'accroissement de la population; cette mesure dépend aussi des tendances en cours dans l'industrie de la construction de maisons, vu que ces tendances ont une influence sur les coûts et sur la qualité de la production de nouvelles maisons.

* * *

La construction entreprise au cours de la prochaine génération représentera la moitié de notre environnement urbain en 1980. Une grande partie de sa valeur à ce moment-là dépendra du soin et de l'imagination que l'on aura mis à construire en premier lieu. Les cités, comme centres de production et comme produit final, représentent notre actif particulier le plus important. La qualité de la transformation qu'on leur fera subir au cours de la prochaine génération constitue notre plus grand problème particulier.

* * *

Le progrès qui se réalisera dans les plans de maisons au cours des prochaines années surgira des efforts déployés par l'industrie de l'habitation pour s'ouvrir de nouveaux marchés, en exploitant les progrès technologiques et en répondant aux désirs des consommateurs.

* * *

Afin que la construction de maisons puisse bénéficier du procédé de l'industrialisation, il est nécessaire que l'industrie elle-même réinvestisse une plus grande partie de ses profits dans les travaux de recherches, de développement et de projet.

* * *

Le changement dans l'échelle de l'activité en ce qui a trait à la construction de maisons s'est produit très rapidement et ni les bâtisseurs ni les traceurs de plans n'ont été encore capables d'effectuer la transition entre les plans de bâtiments particuliers et les plans pour la production massive. Les architectes, à l'encontre des dessinateurs industriels, ont été formés à dresser les plans de bâtiments particuliers, en se servant de modes traditionnels de construction. Il est nécessaire de posséder une connaissance spécialisée et de pouvoir comprendre les procédés de construction, les outils et les matériaux, pour tracer le plan de la construction en masse. Aux États-Unis, il s'est trouvé quelques spécialistes dans ce domaine, mais l'industrie canadienne de construction de maisons n'a pas encore bénéficié complètement des plans pour la grande production.

On peut considérer la plus grande application des méthodes industrielles dans le domaine de l'habitation comme étant un objectif de longue haleine. Entretemps, on a immédiatement besoin de tirer un meilleur parti des méthodes de construction et des matériaux actuels. Les constructeurs de maisons n'ont pas utilisé pleinement les facilités que leur procurait l'architecture et qui sont disponibles dans le pays; par conséquent peu d'architectes ont acquis de l'expérience dans la conception de projets d'habitations à prix modérés. D'une manière générale comme d'une manière particulière, peu de maisons qui sont l'œuvre de ces constructeurs sont d'un modèle de haute qualité. Contrairement à ce qui se passe dans nombre d'autres industries importantes, l'industrie de la construction ne s'est pas appliquée à stimuler de nouveaux marchés en se souciant de présenter des modèles excellents. Elle s'est trop facilement satisfaite de normes minima et de styles et types architecturaux pauvrement rendus.

* * *

Le développement de l'ensemble des habitations au Canada durant le prochain quart de siècle exigera l'investissement, aux coûts actuels, de quelque $35 milliards, montant qui dépasse la valeur actuelle de la propriété immobilière totale.

* * *

On s'attend que les gouvernements municipaux fassent le nécessaire pour qu'il y ait de nombreuses installations dans les zones d'habitation pleinement aménagées. Le coût principal qu'entraîne l'établissement complet de ce genre d'installations, varie de $1,500 à $2,500 par maison, ou de $5,000 à $10,000 par acre d'aire résidentielle. Au Canada, les frais de ce genre s'élèveront à plusieurs milliards de dollars d'ici à 1980.

* * *

D'une manière générale, la tendance ne s'est pas orientée suivant ces dispositions qui entraînent de forts emprunts municipaux, et spécialement dans les municipalités de banlieue où se produit l'expansion la plus rapide. Au lieu de cela, on se trouve souvent en présence d'un financement des installations collectives, qui se confond avec le financement hypothécaire de la construction privée. Les municipalités ont essayé de conserver le contrôle technique et juridique de ces installations, tout en évitant de s'engager à fournir des capitaux dans ce domaine.

Cette façon de procéder coûte mensuellement très peu à celui qui achète une nouvelle maison, car les périodes d'amortissement pour les hypothèques sont maintenant plus longues que les termes habituels fixés pour les dettes municipales. Cette façon de procéder peut entraîner une réduction des taxes pour ceux qui possèdent une vieille propriété, par rapport à celles qu'ils auraient payées dans des endroits qui se développent rapidement si les améliorations y avaient été financées de la manière orthodoxe. Du point de vue de celui qui investit, les fonds qui étaient précédemment placés dans des dettes municipales, trouvent maintenant leur débouché, le résultat pratique étant le même dans des porte-feuilles hypothécaires – qui sont souvent protégés par l'assurance que la Loi Nationale sur l'Habitation fournit. Sans tenir compte des nouveaux modes de financement, il existe des preuves qui nous font croire que la variété et la qualité des services municipaux sont, dans nombre d'endroits, inférieurs à ceux que l'on fournissait pour les nouveaux logements, dans ces mêmes endroits, il y a trente ans.

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NOUVEAU POSTE EN URBANISME

Le bureau national de l'A.C.U. cherche un adjoint au Directeur pour s'occuper de l'analyse et des travaux éditoriaux.

Cette situation conviendra surtout à quelqu'un qui vient de terminer un cours d'urbanisme, ou qui a deux ou trois ans de pratique de l'urbanisme et s'attend à un carrière dans ce domaine.

Salaire dépend de l'expérience et des qualités spéciales du candidat.

S'addresser au Directeur, l'A.C.U., rue MacLaren, 77, Ottawa 4.

Chaque agrandissement qui s'ajoute à la périphérie de la ville, pose des problèmes non seulement sur les terrains qui sont les lieux de l'urbanisation, mais aussi dans le domaine du rendement des services urbains de distribution d'eau, de distribution d'énergie électrique, d'éducation, de transport et de l'enlèvement des déchets; cet agrandissement impose d'autres tâches aux administrateurs des services municipaux et principalement dans les domaines de la santé et du bien-être; ces services centraux sont alors fréquemment soumis à une tension plus forte, que ne le sont les installations qui se trouvent à la périphérie même. C'est pourquoi ces problèmes sont examinés de la même façon lorsqu'une zone urbaine permanente est placée sous la direction d'un seul gouvernement local.

* * *

Les principales cités du Canada comprennent maintenant environ 100,000 logements qui ont sérieusement besoin d'être réparés et un grand nombre de ces logements sont groupés dans des quartiers délabrés. Il est maintenant nécessaire de reconstruire ces quartiers.

* * *

Dans quelle mesure les quartiers délabrés situés au centre des villes devraient-ils être reconstruits pour loger des familles à revenus modiques? Le terrain, dans ce rapport stratégique avec le cœur de la cité peut-il être utilisé d'une façon plus appropriée, en tenant compte de toute la structure économique de la cité et de ses différentes fonctions internes? Une partie de ce terrain pourrait-il contribuer à résoudre le problème de la circulation dans la cité ou à remédier au manque d'espace ouvert ou de services municipaux? Existe-t-il un marché pour ce terrain en vue de l'employer à des fins commerciales ou industrielles qui aideraient à consolider davantage le noyau de la cité? Les logements que l'on construira sur ces emplacements devraient-ils être d'un modèle particulier pour ceux qui travaillent dans le centre de la cité?

Quelles que puissent être les réponses à ces questions il reste quand même l'obligation de loger à nouveau les résidants actuels des quartiers délabrés que l'on veut déblayer. On doit les loger de nouveau d'une façon et dans un endroit qui fera d'eux des collaborateurs efficaces à l'économie et à la vie de la communauté, et cela doit se faire avec le minimum de frais pour les contribuables. Peut-être est-il plus facile d'atteindre cette fin en logeant un certain nombre de ces familles en banlieue et en dégageant ainsi certains emplacements plus centraux qui pourront servir à d'autres fins.

* * *

Les quelques prochaines années seront une période décisive dans la planification des villes canadiennes et des grandes régions urbaines, dont le centre est constitué par nos grandes cités métropolitaines. Étant donné la vitalité de notre économie et de notre population sans cesse grandissantes, il y a tout lieu de croire que nos cités seront grandes et très puissantes au point de vue industriel. Des plans dressés avec prévoyance peuvent aussi les rendre mécaniquement efficaces dans leurs services et le mouvement de la circulation. Cependant, l'édification heureuse des grandes cités ne peut pas se mesurer seulement par leur importance et leur efficacité. À mesure qu'ils deviennent un peuple composé en majorité de citadins, les Canadiens devront accorder de plus en plus de valeur à la qualité des cités et les considérer comme des entourages où l'on pourra vivre une existence satisfaisante et saine en accordant plus d'attention à leur caractère civique, au plan des bâtiments et aux espaces libres.

PROJET DE MODIFICATION AUX RÈGLEMENTS DE L'ASSOCIATION

Les membres soussignés donnent avis qu'à la prochaine assemblée générale annuelle de l'Association ils ont l'intention de proposer les modifications et additions suivantes aux règlements tels que déjà modifiés et approuvés en date du 9 novembre, 1955.

Abroger le règlement No. III et y substituer le suivant:

III MEMBRES.

L'Association se compose de:

(a) Membres actifs: personnes élues membres de l'Association et ayant acquitté, à chaque année, *la cotisation de membre, dont le montant sera celui fixé, de temps à autre, par les membres, à une assemblée générale de l'Association.*

(b) Membres de soutien: corporations, sociétés, ou autres organismes ou groupes, élus membres de soutien de l'Association, et ayant acquitté, à chaque année, *la cotisation de membre de soutien, dont le montant sera celui fixé, de temps à autre, par les membres, à une assemblée générale de l'Association.*

(c) Membres à vie: personnes élues membres de l'Association et ayant acquitté, *au moment de leur admission*, la cotisation de membre à vie, *dont le montant sera celui fixé, de temps à autre, par les membres, à une assemblée générale de l'Association.*

(d) Membres honoraires: personnes, qui se sont distinguées dans le domaine de l'urbanisme, et que le Conseil à élues membres permanents à titre gracieux.

Brian Dunfield
John I. McVittie
C.-É. Campeau, ing.p.

À son assemblée, tenue le 26 mai 1956, le Comité exécutif du Conseil a décidé de recommander aux membres de l'A.C.U. d'approuver le projet de modification aux règlements de l'Association, tel que préparé par Sir Brian Dunfield et MM. McVittie et Campeau.

BROCHURES À OBTENIR DE
l'Association canadienne d'Urbanisme
77, rue MacLaren, Ottawa 4

Sainte-Marie de Beauce: Études d'Urbanisme
par A. Robitaille, L.-É. Hamelin, Y. Martin, J. Cimon et R. Robitaille. 50 cents.

Plan de Subdivision/Subdivision Planning
par A. Crossley

Les Développements urbains dans Québec
par R. Marier

Les Recommandations de Mémoire de l'A.C.U. à la Commission royale
par J. Simard

Que fait un urbaniste?
par S. H. Pickett

L'Urbanisme: Chimère ou pain quotidien
un aspect économique de l'urbanisme
par J.-C. La Haye

L'Aménagement rationnel des Villes
Lettre commerciale publiée par la Banque canadienne de Commerce

CONGRÈS NATIONAL D'URBANISME
du 29 au 31 octobre, 1956
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NOUVELLES d'Urbanisme

Logement et Accroissement Urbain au Canada

Extraits d'un rapport sommaire de la Société centrale d'hypothèsques et de logement à la Commission royale sur les perspectives économiques au Canada.

Au cours des 25 prochaines années, la population des cités et des villes canadiennes aura doublé. La quantité de logements urbains que l'on doit construire dans cette courte période de temps dépassera tout ce qu'on a hérité du passé. L'économie du pays a déjà déployé une capacité de production qui lui permettra d'accomplir cette immense tâche. Il reste encore à donner à nos cités un caractère et un modèle dignes de la belle occasion qui se présente.

* * *

On calcule que le nombre de familles au Canada augmentera d'environ 2,550,000, soit de 3,700,000 à 6,250,000 au cours des 25 prochaines années et, de plus, on estime que le nombre de foyers non familiaux augmentera de 200,000, soit de 450,000 à 650,000 au cours de la même période. Ces estimés laissent prévoir une augmentation totale de 2,750,000 foyers familiaux et non familiaux, soit de 4,150,000 à 6,900,000 depuis la fin de 1955 à la fin de 1980.

À la fin de 1955, il y avait environ 350,000 familles qui n'avaient pas leur propre foyer, ce qui signifie que ces familles partageaient le logement de quelque autre famille ou faisaient partie d'un ménage dont le chef n'appartenait pas à la famille.

* * *

La limite la moins élevée des besoins de remplacement au cours des 25 prochaines années peut être fixée assez sûrement à 8,000 logements par année ou à 200,000 logements pour toute la période.

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On estime que le nombre de logements vacants en 1955 a été de 100,000, ce qui représente 2.6 p. 100 du stock utile de maisons.

* * *

En lisant ce qui précède, on est porté à croire qu'il n'y aura pas moins de 2,770,000 nouvelles maisons construites au Canada au cours des 25 prochaines années. Cette limite minimum comprend:

2,750,000 logements pour répondre à l'augmentation du nombre de foyers familiaux et non familiaux; 200,000 pour remplacer les vieilles maisons; 70,000 pour compenser l'augmentation du nombre de vacances; 250,000 logements

(Voir page deux)

Community Planning NEWS

(See verso)

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